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CURRENT MUNICIPAL AFFAIRS

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The question of permitting cities to take by condemnation proceedings, more private land than is actually needed for public improvements with the idea of reselling unused portions and thereby recouping themselves for part of the outlay, is one which has received a good deal of attention in various parts of the country within the last few months. Throughout Europe it has long been the practice of cities to follow the principle of excess condemnation in carrying through street improvements. It was under this system that Baron Haussmann put through his great scheme of street reconstruction in Paris a half-century ago and under somewhat similar arrangements the London County Council built the magnificent thoroughfare known as the King's Way. This latter undertaking was carried through at practically no cost to the public treasury, since the increased value of adjacent property about offset the outlay both for construction and for the acquisition of the land.

In most of the states of the Union constitutional provisions which forbid the taking of private property for other than strictly public purposes has placed serious obstacles in the way of many large municipal undertakings. These constitutional limitations have so restricted the authority of the city in the matter of land takings that although public improvements add greatly to the value of private property within adjacent zones, the municipal treasury gets only a small share of this increment by way of betterments. Moreover, when new thoroughfares are constructed or old streets widened, the present restrictive arrangements result in the creation of irregular and small-sized plots of land which are unsuitable for proper building development. It is coming to be realized that the replanning of American cities can be brought within the bounds of possibility only if the constitutional limitations relating to the taking of private property are somewhat relaxed.

It is now eight years since the Ohio legislature passed the first American act recognizing the principle, which, for what of a better term, is commonly called excess condemnation. A similar measure

was adopted in Maryland in 1905 and since that date Virginia, Pennsylvania and Massachusetts have made progress along the same line. An attempt to amend the constitution of New York state in the same direction was thwarted by an adverse popular vote last November. The legislature of Massachusetts has already taken advantage of its new constitutional authority and several street-widening projects which have been held in abeyance by Boston during the last few years are now being pushed forward.

Three plans for the expansion of large American cities are now receiving consideration in the municipalities concerned. A bill providing for a Greater San Francisco has been brought forward by an initiative petition and will probably be submitted to the voters next November. It is planned to take into the limits of the greater city the cities of Oakland, Berkeley, and Alameda, leaving to those, however, some degree of control over their own local affairs.

The Massachusetts Real Estate Exchange has presented to the legislature a plan for the creation of a Greater Boston and Governor Foss has transmitted a special message endorsing the project. The plan contemplates the establishment of a Metropolitan Boston, taking in Cambridge, Brookline, Somerville, and a score of smaller cities and towns. The new district would have a population, according to the last census, of 1,439,120, which would give it rank as the fourth city of the United States. Provision is made in the plan for the abolition of the present Metropolitan Parks Commission and the Metropolitan Water and Sewerage Board. The governing body of the district would consist of a council of nine members, eight elected by popular vote and one (the chairman) appointed by the governor of the state. The various cities and towns would be permitted to retain their present municipal government and to handle all matters at present controlled by them except police, fire protection, public utilities, main thoroughfares and technical education. The measure has not been favorably received by the people of the suburban municipalities, and there is little or no chance that it will be enacted into law during the present year.

A scheme for the creation of a Greater Baltimore, commonly known as the Field Plan, is now under discussion by the press of that city. The scheme as planned by Mayor Preston and City Solicitor Field provides for the extension of the city limits to include Roland Park, Mt. Washington, Forest Park, Arlington, and several other important suburbs.

It is proposed to divide the combined municipalities into four boroughs each of which would be allowed a considerable measure of local self-government, but to combine under unified control the administration of the police, water supply, and public school systems. The plan if carried out would give Baltimore a population of about one million. Meanwhile, the new charter for Baltimore has passed the legislature and if ratified by the voters of the city will become effective in 1915. The new charter provides for a council of twenty-six members and for a board of estimate and awards, made up of the mayor and controller, the president and vice-president of the council, and the city solicitor. Many of the administrative powers formerly possessed by the council are given over to this board.

A complete list of the cities which have established a commission type of government prior to January 1, 1912, is printed in the issue of the *Engineering News* for April 4. Since that date the system has been adopted in Menomonie, Superior, and Janesville, Wis.; in Nebraska City, Neb.; and in Holton, Kan. The full list now comprises slightly more than two hundred cities situated in thirty-four different states of the Union. More than half of these cities are places with less than five thousand population and only six are cities above one hundred thousand.

The commission plan has now been in operation long enough to permit the drawing of some conclusions from its actual workings. One of these is set forth in a leaflet recently issued by the New York Bureau of Municipal Research, which points out that the new system of government has not changed the calibre of the men in municipal office. An examination of ten typical cities shows that of the fifty commissioners now in office, no fewer than thirty-five were municipal officeholders before the adoption of the commission plan. It appears therefore that, while the new system of municipal administration may enable those who are in office to do their work more efficiently than was possible under the old type of urban government, it does not greatly change the character of the men chosen to public office by the voters. Another criticism upon the actual working of commission government is presented in the editorial columns of the *Engineering News* for April 4. The complaint is made that no marked increase in the recognition given to administrative experts is apparent in those cities which have adopted the new political framework. All that commission charters sometimes do, it is claimed, is to take for granted that an inexperienced

layman can be made into an expert by giving him some technical title such as Commissioner of Public Safety. The situation is made worse, it is urged, by the "common though not universal failure of commission charters to provide an adequate civil service system without which there is no assurance of selection or advancement for merit nor for retention in office during worthy service and good behavior."

At the municipal election in Seattle on March 5, Mr. George F. Cotterill was elected mayor after an exciting campaign. His opponent was former Mayor H. C. Gill, who was removed from office by a recall election a year ago. Mayor Cotterill's plurality was less than a thousand (32,085 to 31,281), and it is generally conceded that his election was due to the influence of the women voters. The new mayor is a prohibitionist and a single taxer, but is pledged to carry on the chief policies which the city has been following since the recall of ex-Mayor Gill.

The ballot also contained twenty-seven questions submitted to the voters for their decision, most of them relating to proposed amendments to the city charter. Of these fifteen were adopted and twelve rejected. One of those accepted was a provision for the establishment of a municipal telephone plant. Two single tax amendments were among the propositions rejected.

The municipal election in Milwaukee on April 2 resulted in the defeat of the Socialist ticket which was elected to office by a large majority two years ago. The outcome does not seem to have been so much a repudiation of socialism as a victory for non-partisanship. Up to two years ago the administration of the city was absolutely under the domination of partisan machines and the citizens seem to have welcomed the incoming of a Socialist mayor as an effective blow to political partisanship. The local situation having been cleared by two years of a Socialist administration, the efforts of a non-partisan element have found the way to success at the polls more easy.

The 1912 meeting of the National Municipal League was held at Los Angeles, Cal., from July 8 to 12. In connection with this meeting a committee of Los Angeles citizens, appointed some time ago by the City Council, made public its draft of a new charter which is to be voted upon at the municipal elections of next November. The program of the League's meetings included papers on the following

topics: commission government for large cities, municipal finance and taxation, adequate civil service law, the expert in municipal affairs, honesty plus efficiency, how to work the university graduate into municipal government, excess condemnation, state versus municipal regulation of public utilities, street railway franchises, the actual operation of the initiative and recall in California, the actual operation of woman's suffrage on the Pacific Coast, home rule in California cities, socialism in municipalities, how to educate the people to demand better government, the boss' day in court, the elimination of the party boss in California cities, the work of the League of California Municipalities, an adequate housing program, a municipal health program, commercial value of city planning, civic education, the handling of the social evil.

The National Assembly of Civil Service Commissioners held its fifth annual meeting on June 21-22, 1912, at Spokane, Wash.

The annual convention of the American Water Works Association was held at Louisville, Ky., on June 2-8, and the National Electric Light Association held its annual meeting in Seattle, Wash., on June 9-14. The National Conference of Charities and Correction met in Cleveland, Ohio, on June 12-19.

The Fourth National Conference on City Planning was held at Boston on May 27-29. As at previous conferences the program included papers and discussions relating not only to the physical improvement of cities, but to the various general topics in municipal administration.

The International Congress of Chambers of Commerce will be held in Boston next September. This is the first time the congress has arranged to meet in the United States, previous meetings having been held at Liège, Milan, Prague, and London. Elaborate arrangements are being made to entertain the distinguished delegations which are expected to be present from every large city of Europe; the state of Massachusetts and the city of Boston have both made large appropriations to defray the expenses of the congress, and Congress has been asked to make a grant of \$50,000 for the purpose of affording the delegates a tour through the chief cities of the United States.

The International Civic Bureau, with headquarters in New York City, has arranged for a European civic tour from June 27 to September 1. The arrangements for the tour are in charge of Mr. Frederick C. Howe. It is proposed to undertake a field study of such matters as

city planning, housing, civic centers, garden suburbs, welfare work, and similar undertakings, in the cities of England, France, Belgium, Holland, Germany and Austria. Those who join the party will be afforded the opportunity of meeting many city officials, as the foreign arrangements are in the hands of local authorities in each of the cities to be visited.

The city of Düsseldorf in Prussia has established a municipal college for the education of higher city officials. For some years a few of the larger cities of the German Empire have maintained special training schools for the employees in certain departments of administration, as for example police and fire protection. The Düsseldorf institution, however, is the first to undertake education in every branch of the municipal service. The college year will consist of two semesters of about three months each, following the plan of the regular German universities. Only those who have graduated from a *gymnasium* of the first grade will be admitted, although this rule may be waived in the case of those who have already had active administrative service in the provincial or municipal employ. The curriculum covers such matters as administrative law and practice, the organization of city government, the powers and duties of municipal employees, public health and sanitation, poor relief, etc. Instruction will be given not only by a regular staff, but by professors from German universities and technical schools as well as from the higher official service of the city. The charge for tuition is fixed at one hundred marks (twenty-five dollars) per semester.

An interesting experiment in political education has been undertaken by the Chicago School of Civics which recently established a branch known as the Workers' School of Municipal Government. The professed object of the school is to train working men for intelligent citizenship, to give them some grasp of civic problems, and to make clear to them their opportunities for improving the general plane of municipal politics. Classes are held on Monday and Wednesday evenings from eight to ten, and at these meetings the first half-hour is devoted to a lecture. The remainder of the evening is given over to discussion by various groups into which the students are divided. During the past winter the average attendance has been about one hundred and the spirit displayed by the workingmen is believed to promise very well for the future success of the venture. No definite

curriculum has as yet been planned; the idea is that the school should work out for itself a satisfactory method of teaching municipal ethics to the rank and file of the community.

The New York Bureau of Municipal Research has published a booklet entitled "Six years of Municipal Research for New York City." The publication contains a resumé of the work undertaken and performed by the Bureau during the years 1906-1912. Since its establishment, the Bureau has received contributions amounting in all to over \$650,000. Its staff of workers now numbers nearly fifty and its undertakings cover a wide field. For the most part, its work has been related to the finance of municipal government, and it has had a substantial share in the reorganization of New York's system of audit and accounting.

Arrangements have been made for a comprehensive investigation of municipal affairs in Atlanta, Ga., to be undertaken by the New York Bureau of Municipal Research as a preliminary to the establishment of a local bureau in the former city.

During the last three months the Milwaukee Bureau of Economy and Efficiency has issued Bulletins Nos. 11-15. Bulletin No. 11 is entitled "Water Works Efficiency" and contains a survey of the various sources of water waste. Bulletin No. 12 deals with the general question of garbage collection, and Bulletin 13 is devoted to the inspection of milk supply. Bulletin No. 14 contains a discussion of the present capacity and future possibility of the Milwaukee water supply, and Bulletin No. 15 deals with the work of the health department in the matter of popular education and hygiene.

Since the last issue of the *Review* the Chicago Bureau of Public Efficiency has issued a report on the park administration of the city. Several special reports have also been printed embodying the results of investigation made by the Merriam Commission into the street, water, and special assessment departments of Chicago.

The Chicago Civil Service Commission has issued a report upon its recent investigation of the police system of the city of Chicago. The Civic League of St. Louis has published a pamphlet entitled "Proposed Ordinances for the Regulation of the Milk Supply of St. Louis."

Some recent publications relating to municipal government in America are the following:

A City Plan for Dallas, by George E. Kessler, (Dallas, Tex., 1912).

Street Lighting, by J. M. Bryant and H. G. Hake. (Bulletin No. 51 of the University of Illinois.)

Replanning Small Cities, by John Nolen. (New York, 1912).

Modern Baths and Bath Houses, by W. P. Gerhard. (New York, 1912.)

Water Works for Small Cities and Towns by John Goodell. (New York, 1912.)

The Debaters' Handbook Series, published by the H. W. Wilson Co. of Minneapolis, has issued a revised and enlarged edition of its *Selected Articles on Commission Government*. Revised editions of the Handbooks on *Direct Primaries* and on the *Initiative and Referendum* have also been published. New volumes have recently appeared on Municipal Ownership, on Woman's Suffrage, and on Child Labor. Each of these volumes is provided with a selected bibliography.

Messrs. D. Appleton & Co. have published, in the National Municipal League series, a volume of selected articles on the *Initiative, Referendum and Recall* and one on *Municipal Franchises*, edited by Clyde L. King. Announcement is made of a volume on *City Planning*, edited by Mr. George E. Hooker, to be issued in May. A volume on *Excess Condemnation* under the editorship of Mr. H. S. Swan and Mr. R. S. Binkerd is in preparation and will appear within a few months.

The proprietors of the Canadian Municipal Journal have arranged to publish a *Municipal Year Book of Canada*. It is intended that the volume shall be an annual publication.

Two comprehensive and informing reports on municipal sewage disposal have recently appeared in printed form. One is issued by the city of Milwaukee and was prepared by Messrs. Alvord, Eddy and Whipple, the other, which deals with the sewage problems of Pittsburgh, is the work of Messrs. Hazen, Whipple, Stearns, and Eddy.

Announcement is made that owing to the limited appropriation made by Congress for the United States Bureau of the Census, it will not be possible to publish until next autumn the 1909 volume of *Statistics of Cities* containing 30,000 population or more. This annual

publication is of great interest and value to students of municipal government; but both of these qualities are greatly impaired when the printed figures do not appear until three years after they have been collected. It is much to be regretted that adequate appropriations for this useful undertaking are not being made at the proper time.

The last report of the Commissioners of the District of Columbia contains a discussion of the water supply of the national capital and deals particularly with the question of metered service. Through the Pitometer service for waste detection, the Commissioners report that an underground leakage amounting to about six million gallons per day was discovered and stopped. The installation of new meters during the year 1911 has brought the proportion of metered service up to 29 per cent of the whole supply. The Commissioners recommend that arrangements should be made to meter the balance of the whole system within the next six years. To provide for the cost of this new equipment they believe that water rates ought to be increased from July 1, 1912. The Commissioners point out that the water charges in Washington are now lower than those of any other American city; the minimum rate at present being \$4.50 per year. Unless some step of this sort is taken the Commissioners believe that a new aqueduct will shortly be necessary, but by metering the entire service the per capita consumption can be so reduced that the present supply would serve a population double that now inhabiting the District.

Mayor Fitzgerald has laid before the Boston City Council a proposal to consolidate the Park, Public Grounds, Bath, and Music Departments of the city. The plan provides for a single department to be known as the Department of Public Recreation, under the control of three commissioners to be appointed by the Mayor with the approval of the State Civil Service Commission. The chairman of the commission, who must be "an architect with landscape experience," is to have a salary of \$7500 per year. The other commissioners are to be paid \$4000 each. In a communication addressed to the various civic organizations of Boston, Mayor Fitzgerald points out that the work of these four branches is intrinsically of the same nature, and that while there has been no open friction among them, the present system prevents the city from securing that correlation of services which is necessary for good service and economy. It is generally agreed that Boston has at present too many administrative departments, there

being twice as many in Boston as in New York, Chicago or Philadelphia. It is probable that the proposal will be accepted by the City Council.

The new Cambridge Subway which extends from Park Street, Boston, to Harvard Square, Cambridge, was opened at the beginning of April. The tunnel, which is about three and a half miles in length, was built by the Boston Elevated Railway Company at a cost of approximately ten millions. The running time from Harvard Square to Park Street is eight minutes. Legislative authority has been obtained for the construction of two other subways in Boston, one of them extending from Park Street to Andrew Square in Dorchester by way of the South Fenway, the other from Boylston Street to Charlesgate on the way to Brookline. It is estimated that the cost of these two subways, together with the new equipment made necessary, will be about \$20,000,000.

The organization known as "Boston 1915" has been formally disbanded. The avowed purpose of this movement was to secure some degree of co-operation among the many civic organizations of the Boston metropolitan district. In this it was to some degree successful, having brought the more important civic associations into an informal coalition.

By a large majority the voters of Los Angeles on May 28 adopted an initiative ordinance empowering the municipal authorities to make a thorough appraisal of all street railway values within the municipality as a preliminary to regulating the rates of fare.

The long talked of amalgamation of the electric tubes and railroads of London with the London General Omnibus Company has been finally carried through. The properties owned by the companies concerned in the new amalgamation represent a value of \$175,000,000 and the merger will go into effect as soon as the shareholders have ratified the provisional arrangement. To all intents and purposes the London transportation system will henceforth be worked as though it were a single unit. Through tickets will be issued entitling passengers to use either underground or surface transportation as may be necessary. Timetables have been arranged throughout the entire metropolitan district and provisions have been made for close con-

nctions at all points where different systems of transportation come into contact.

The government of the Indian Empire has decided to secure a modern plan for Delhi, the new capital. The conditions at Delhi are such as to afford an unusual opportunity in the matter of city planning, and the imperial government has engaged Mr. J. A. Brodie, the city engineer of Liverpool, to take charge of the planning. Delhi has a population of about 230,000, but the area upon which the new capitol will be located is still undeveloped and it is altogether probable that the transfer of the seat of government to the city will more than double its population within a few years.

Winnipeg, Manitoba, has had a rather trying experience in public ownership of telephones. A few years ago the government of the province purchased the lines of the Bell Telephone Company and undertook to operate them as a public enterprise. Three years of operation have proved that the service cannot be maintained under public supervision at the rates formerly charged by the company. Consequently, a large increase in telephone charges was put into operation on April 1, 1912. It is estimated that in the case of business telephones in Winnipeg the change will nearly double the cost of telephone service to patrons. Before the introduction of public ownership, however, the Bell Telephone Company made substantial profits at the old rate of charges.

A proposal framed by initiative petition will be submitted this year to the voters of Missouri providing for a constitutional amendment classifying taxable property into four groups as follows: (1) personal property; (2) improvements on land; (3) land independent of improvements; (4) the franchise values of public service corporations. The proposed amendment provides that taxes on the improvements on land shall be gradually reduced until 1920, when they shall be entirely abolished. Provision is further made that all property subject to taxation shall be assessed at its actual value without any deductions whatever, and furthermore, that no poll tax or business taxes shall be imposed within the state.

As a first step in the introduction of economies, the City of Bridgeport, Conn., has established a Board of Contract and Supply to take

charge of all municipal purchases. The City Council has also authorized the Mayor to appoint a Committee of Audit, composed of three citizens. This Committee is given power to investigate and examine into the whole financial system of the city and has charge of the task of installing a uniform system of accounting. An appropriation of \$20,000 has been made for the use of the Committee of Audit, which has secured as its expert adviser Mr. Peter White of St. Louis, who is now consulting accountant of the Chicago Bureau of Public Efficiency.

The Indianapolis Board of Trade proposes the establishment of a municipal advisory commission for that city. This commission would be made up of five members appointed for a five-year term by the Board of Trade, the Commercial Club, the Merchants' Association, the Manufacturers' Association, and the Indianapolis Trade Association. The duties of the commission would be to obtain information concerning franchises sought from the city, contracts, proposed loans, and various other public proceedings. On such things it would make recommendations to the city authorities.

For the purpose of arousing interest in the question of municipal home rule, the Municipal Association of Cleveland published some time ago a report entitled, "Constitutional Home Rule for Ohio Cities." The report is a concise summary of conditions under the older régime of special legislation and under the present plan of rigid uniform legislation. It points out the objections to both systems, made obvious by Ohio's experience, and recommends municipal home rule as the only reasonable solution of the problem.

Shortly after the publication of this report there met in Columbus the Ohio Municipal Home Rule Conference, composed of 136 delegates representing 53 Ohio cities. This conference recommended to the Constitutional Convention a model constitutional provision, embodying its ideas upon the subject of municipal home rule. By this provision the General Assembly is given power, (1) to provide for the incorporation and government of cities by general laws and may also pass special acts which, however, may not go into effect for thirty days, within which period a referendum may be secured in the municipality affected by the proposed act; (2) it is provided that "any city or village may frame and adopt a charter for its own government and may exercise thereunder all powers of local self-government; but all such charters shall be subject to the general laws of the State except in

municipal affairs." A small minority of the conference who objected to this section, submitted as a substitute the following: "Any city or village may frame and adopt a charter for its own government in the manner prescribed in Section 3 of this article, and may exercise thereunder all powers of local self-government, including the power to acquire, own, construct, and operate any public utility, subject, however, to the right of the General Assembly to pass general laws affecting the welfare of the State as a whole." It was believed by the Conference that the first quoted provision would more nearly secure the autonomy of cities in municipal matters. The second proposal would certainly be open to a judicial interpretation exceedingly favorable to the control of the General Assembly. (3) Sections 4 and 5 of the provision give to the municipalities authority to make regulations regarding education and the exercise of police power when not in conflict with the general laws of the State. (4) Section 6 provides that the municipality may acquire, construct, own, or operate public utilities. (5) Section 7 provides for the manner in which the city shall frame its charter and amendments thereto. (6) Finally, sections 8 and 9 limit the taxing powers of cities and provide that the General Assembly may require reports from municipalities as to their financial conditions and transactions.

Before adjournment the Conference resolved itself by the adoption of a constitution into the Ohio Municipal League with Mayor Newton D. Baker, of Cleveland, as president, Mr. Elliott Pendleton, of Cincinnati, as first vice-president; and Mr. Mayo Fesler, of Cleveland, as secretary.

The Municipal Government Association of New York State was organized at Albany in January last. Its declared objects are to promote the cause of municipal home rule, to secure the enactment of a general statute enabling cities of the state to adopt self-made charters, and to work for the elimination of national party designations from the municipal ballot.

The New York Board of Estimate and Apportionment has made an appropriation of \$200,000 for the establishment of a fire prevention bureau. This bureau, which is to be under the control of the fire commissioner, will undertake a comprehensive study of various possible measures for the reduction of the city's fire hazard.

A prolonged litigation between the city of St. Louis and the United Railways Company has been brought to an end by a judicial decision which upholds the contention of the municipal authorities. The decision confirms the city's right to collect from the company's gross revenue one tenth of one cent for each passenger carried on the company's line. Announcement of the decision caused a decided fall in the market value of the railway company's securities.

An agreement has been reached between the city government of Toledo and the Toledo Railways and Light Company which brings to an end, for the present at least, various differences existing between them. By the terms of this agreement the street railway company is to maintain a three-cent fare for four hours each day, two hours in the morning and two in the afternoon. During all other hours six tickets will be sold for twenty-five cents and transfers given over all parts of the company's lines.

At an election held as the result of an initiative petition presented by the Electrical Workers' Union of San Francisco, the voters of that city expressed themselves by a considerable majority in favor of a project for the municipal ownership of a telephone system.

The first woman's city club has been established in Los Angeles, Cal., and now possesses a membership of 1200. In its organization and plan of work it follows the line laid down by similar men's clubs in Boston, Philadelphia, St. Louis, and other cities. Its chief aim is to bring into close contact and mutual acquaintance the great body of women voters who are interested in civic improvement through the agency of non-partisan effort.

The Common Council of Richmond, Va., has passed an ordinance creating an administrative board to which will be entrusted immediate control of all the city's administrative affairs, with the exception of the police, fire and health departments. The board will be made up of five members who will be elected by popular vote next June and will take office in September.

In Chicago arrangements have been made for opening thirteen public school buildings as evening social centers. During the past year nine buildings have been used for this purpose and the experi-

ment has proved popular. It is now planned to broaden the work, particularly by providing at the building instruction and recreation which will be attractive to adults.

A recent act of the Pennsylvania Assembly has authorized the city of Scranton to establish three new municipal departments, namely, a department of city supplies with the city treasurer at its head, a department of art made up of nine members, including the mayor and the director of public works *ex officio* and a department of city planning, likewise composed of nine members appointed by the mayor. Similar departments have already been established in Pittsburgh, Pa.

The National Municipal League has recently established an annual prize of twenty dollars, to be known as the "Cincinnati Prize." Competition is open to all students of the University of Cincinnati and will be for an essay upon some subject chosen each year bearing upon the municipal government of the civic life of the city of Cincinnati. This year the subject chosen is "Municipal Civil Service Reform."

The City Council of Portland, Ore., some months ago appropriated \$10,000 to provide work for the city's unemployed. Similar action was recently taken by the commissioners of Topeka, Kan.

On May 28 the voters of Atlantic City, N. J., voted to adopt a commission government charter.